

- X Action
X Discussion
X Information

SUBJECT: REGIONAL SOLID WASTE MANAGEMENT – UPDATE ON KING COUNTY TRANSFER STATION PLAN REVIEW

STAFF CONTACT: Joyce Nichols, Intergovernmental Relations Director, CMO, 452-4225; Nav Ota, Utilities Director, 452-2041; Alison Bennett, Utilities Policy Advisor, 452-2808.

POLICY ISSUE: The King County Council directed that the King County Solid Waste Division (SWD) undertake a review of the 2006 Solid Waste Transfer and Waste Management Plan to ensure that the planned transfer station facilities still meet system needs, including the current plan for a new Factoria Transfer Station. King County SWD issued its Draft Transfer Plan Review and recommendation on October 9, 2013. Bellevue City Council met on September 23, 2013 and October 21, 2013 to discuss the Plan review and the SWD's Plan recommendation. Council provided written comments to King County SWD on the Plan recommendation on October 25, 2013.

Since Council's last briefing, King County SWD has evaluated new options to address concerns received from Bellevue and other cities regarding SWD's original recommendation. SWD staff will be present at the January 27 meeting to discuss the options with Council. The King County Council extended the comment period to February 3, 2014.

NEEDED FROM COUNCIL:

Staff is seeking direction from Council regarding a proposed letter to King County responding to the new options that have been presented by King County SWD. A stakeholder comment period ends on February 3, 2014. A final report is due to the County Council by March 3, 2014.

BACKGROUND:

On September 23, 2013 Council received a briefing regarding the Transfer Station Plan Review process. At that meeting, Council reiterated its prior position that (1) King County continue with its current plan to rebuild Factoria Transfer Station using only the current site (and adjacent lower properties purchased specifically for that purpose) and (2) King County honor its 2006 agreement with Bellevue not to build any portion of the transfer station on the upper Eastgate Way property abutting Eastgate Way. Staff communicated Council's position to King County SWD and the King County Executive's office.

On October 21, 2013 Council received a briefing regarding the County's Transfer Station Plan Review recommendation. Following that briefing, Council submitted written comments supporting a regional system with facilities and impacts that are efficiently and equitably

distributed throughout the County and requesting that the County continue with its current plan to rebuild Factoria Transfer Station on its current site, without using the Eastgate property and without “supersizing” the station to take more than its proportionate share of the region’s solid waste. (**Attachment A**)

The original comment period ended on October 23, 2013, and in addition to Bellevue, many cities provided comments. Some cities, including Redmond, Shoreline, Woodinville and Kenmore, provided comments requesting that SWD undertake an analysis to determine if Factoria could be redesigned to take more waste in order to remove the need to build a new northeast transfer station.

As reported to Council in the November 25, 2013 written portion of the Council packet, the King County Council took several actions in its budget approval on November 12, 2013 regarding regional solid waste matters. One action was a proviso that extended the public comment period to February 3, 2014. The proviso also retained \$250,000 in the capital budget to be spent, if directed by the County Council at a later date, for the purpose of an independent third party review of any unresolved issues associated with the plan update and design of Factoria. The County Council also reduced the capital appropriation for a new northeast station by almost \$5.5 million, leaving only \$500,000 available in the account for the SWD to use to explore siting or options for a new northeast station.

At the same time, Bellevue staff has been working with County staff to communicate Bellevue Council’s concerns, reiterate the potential impacts of supersizing Factoria and request a full analysis of the equity and impacts, to both Bellevue and the system, of such an approach.

In response to comments it has been receiving from cities, SWD worked with County Council staff and the County Auditor’s Office to develop new alternatives for the region to consider and SWD staff presented these new options at the January 10, 2014 Metropolitan Solid Waste Management Advisory Committee meeting.

All three of the new options assume:

- No new northeast station,
- No use of the Eastgate property for a transfer station, and
- Closure of the Houghton Transfer Station.

The options presented were:

- 1) Redirect commercial traffic from Factoria to Shoreline and Renton. Shoreline is a relatively new station and is currently only operating at 25% of its full capacity. Renton was to be closed under the 2006 Plan, but would stay open under this scenario. This option assumes \$94 million in estimated capital savings.
- 2) Limit (residential) self-haul services at Factoria to evenings and weekends, eliminate recycling and household hazardous waste services at Factoria, and keep Renton open. This option assumes \$88 million in estimated capital savings.
- 3) Redesign and build Factoria bigger, and combine with other service limitations, such as limitations on self-haul and services at Factoria. This option assumes \$62 million in estimated capital savings.

King County staff is recommending Option 1 or Option 2, or some combination of 1 and 2. Either option would rebuild Factoria using the current property only. Construction using the current permitted design would proceed this year without delay in order to protect the schedule and budget. The upper Eastgate property would not be used and the footprint of the station would stay essentially the same as planned.

- Option 1 appears to meet Council's interests in not using the upper Eastgate property, not disproportionately burdening Bellevue with the entire northeast of King County's waste and would mitigate traffic and road impacts in the Factoria neighborhood by redirecting traffic to other transfer stations such as Shoreline and Renton.
- Option 2 would also meet Council's interest of not using the Eastgate property, but may have more traffic and road impacts. It partially addresses regional equity by keeping Renton open, but leaves underutilized capacity at Shoreline.
- Option 3 does not meet Council's interests and would result in potentially severe impacts to traffic and roads.

King County SWD is continuing its analysis, taking feedback from cities and is seeking County Council direction on how to proceed. King County staff will be present at the January 27 meeting to provide a briefing on the new alternatives and explain the benefits and limitations of each option.

Staff is seeking Council direction on a draft letter to be submitted to King County during the revised comment period for the draft Transfer Plan Review (**Attachment B**). Redmond has also drafted a comment letter and has circulated the letter to other cities for consideration (**Attachment C**). It should be noted that although the Redmond letter does support fully utilizing current capacity in the existing system, it conflicts with Council's interests by requesting that the new northeast transfer station be removed entirely from the plan. Bellevue staff has prepared a draft letter (**Attachment B**) that seeks to protect Bellevue from future significant negative impacts by requesting that the solid waste system comprehensive plan contain specific thresholds that will trigger future consideration of a new northeast station. These triggers include population growth, increased tonnage, traffic, road or other impacts to Bellevue as a host city.

The City has until February 3, 2014 to provide any new comments.

ALTERNATIVES:

- 1) Approve draft letter and direct staff to send to King County
- 2) Approve draft letter with modifications and direct staff to send to King County
- 3) Provide alternative direction

RECOMMENDATIONS:

- 1) Approve a letter and direct staff to send to King County

ATTACHMENTS:

- A) – Bellevue City Comment Letter dated October 25, 2013
- B) – Draft comment letter to King County
- C) – Draft letter from Redmond



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SENT VIA ELECTRONIC MAIL

October 25, 2013

Pat McLaughlin, Director
 King County Solid Waste Division
 201 South Jackson Street, Suite 701
 Seattle, WA 98104

Re: Bellevue City Council Comments on Draft Solid Waste Transfer Station Plan Review

Dear Mr. McLaughlin:

I am writing in response to your request for comments on the draft Solid Waste Transfer Station Plan review. The Bellevue City Council reviewed the draft Plan and supports the following:

- A regional solid waste system that provides facilities that are efficiently and equitably distributed throughout King County so that no areas are underserved and no one city bears a disproportionate share of responsibility for the region's solid waste;
- Building a new transfer station in northeast King County to address projected growth in the northeast and more equitably distribute impacts, including road, traffic, land use compatibility and collection costs;
- Honoring the agreement between the City and the County not to build any portion of the Factoria Transfer Station on the upper Eastgate Way property abutting Eastgate Way (see attached map); and
- Sale of the Eastgate Way property in the future, with the proceeds used to offset the cost to develop other system capital investments and provide rate relief to all customers.

"Supersizing" the new Factoria Transfer Station or building an additional transfer station on the upper Eastgate Way property would be incompatible with land use in the area and detrimental to the City of Bellevue for the following reasons:

- The Bellevue City Council recently adopted the Eastgate I-90 Corridor Plan (see attached "Eastgate/I-90 Land Use and Transportation Project" summary) that solidifies the City's vision for commercial development of the area and envisions Eastgate Way as a mixed-use, transit-oriented development around the Eastgate Park and Ride and Bellevue College;

City of Bellevue offices are located at 450 - 110th Avenue N.E.

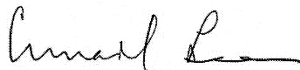
- The I-90 Corridor Plan specifically designates the upper Eastgate Way property for office development (see attached “King County Site” excerpt from I-90 Corridor Plan); and
- Traffic continues to increase and is a significant concern for mobility in this area, which is a gateway to Bellevue.

It should also be noted that the Eastgate I-90 Corridor Plan specifically provides appropriate zoning to ensure that the County can rebuild Factoria on its current site and on the adjacent lower properties the County purchased for that purpose. In fact, King County Solid Waste Division staff has worked extensively and cooperatively with Bellevue staff to secure the permits needed to rebuild on those lower sites.

Specifically, the Council strongly urges that the ambiguous language in the draft Plan recommendation regarding the future expansion of Factoria be removed and replaced with a definitive statement that the County will **not** seek to expand the Factoria Transfer Station on the upper Eastgate Way property now or in the future.

We look forward to continuing to work cooperatively with you on rebuilding the Factoria Transfer Station on the existing site. Thank you for considering the Council’s comments on the draft Plan recommendation.

Sincerely,



Conrad Lee
Mayor

cc: Bellevue City Council
The Honorable Dow Constantine, King County Executive
King County Council
Diane Carlson, Director of Regional Initiatives, King County Executive’s Office
Kevin Kiernan, Assistant King County Solid Waste Division Director

Attachments:

Map of Factoria Transfer Station
Eastgate/I-90 Land Use and Transportation Project Summary
“King County Site” excerpt from I-90 Corridor Plan



Factoria Transfer Station - 13800 SE 32nd Street, Bellevue, WA

Eastgate/I-90 Land Use & Transportation Project

What is this project?

In October 2010 the Bellevue City Council authorized the Eastgate/I-90 Land Use & Transportation Project to identify a long-term (to year 2030) vision for the area. A Citizen Advisory Council (CAC) identified, developed, and evaluated land use and multi-modal transportation concepts.

The planning process extended from November 2010 to April 2012. It included regular monthly meetings, public open houses, an economic development forum, online surveys, stakeholder interviews, and presentations to interest groups.

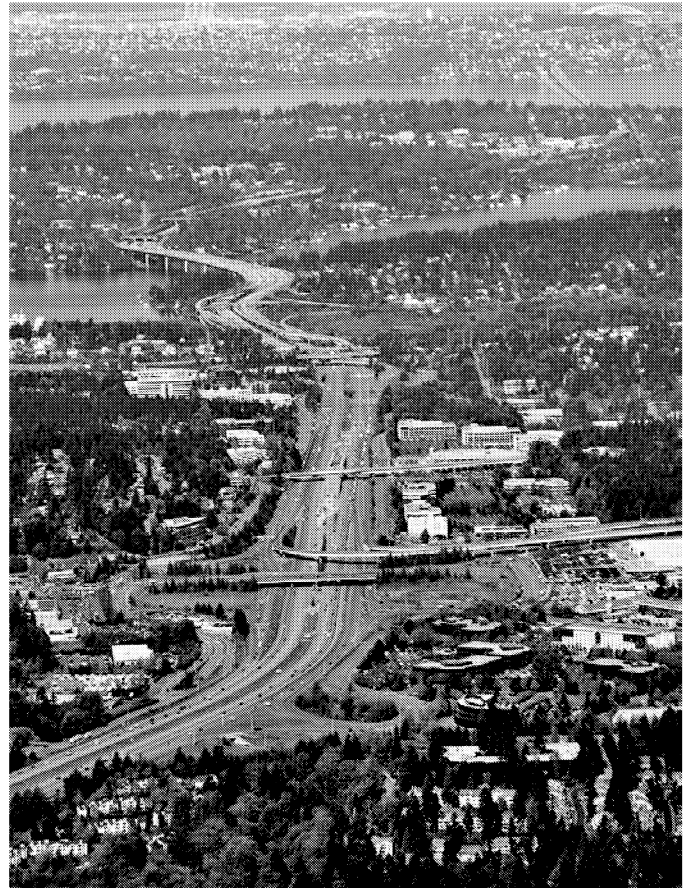
The CAC's work culminated in a "preferred alternative" that enhances the economic vitality of the I-90 corridor, provides for neighborhood retail services, improves transportation infrastructure, traffic flow, and travel options, upgrades the area's environmental quality and visual character, and supports the institutional mission of Bellevue College.

What's the vision?

LAND USE

The best opportunity to expand Eastgate's economic role as an employment center, as well as adding retail services and some residences, is mixed-use transit oriented development (TOD) around the Eastgate Park & Ride and south of the Bellevue College (BC) campus. This area has the potential to accommodate a substantial portion of the market demand for additional office space, is suitable for mid-rise residential development, leverages transit investment, and minimizes adverse impacts to transportation systems. As such, the greatest building heights and intensity are proposed at this location. This development concept also provides a spectrum of opportunities for BC and creates a high visibility focus for Eastgate with a mix of uses, multi-modal access, and ample amenities.

Elsewhere in the corridor, redevelopment would be encouraged by allowing larger office buildings, though less than at the TOD center. Increased development potential would be offered in exchange for public benefits. Current restrictions on support retail and service uses in office districts would be eased to bring these conveniences closer to places of employment,



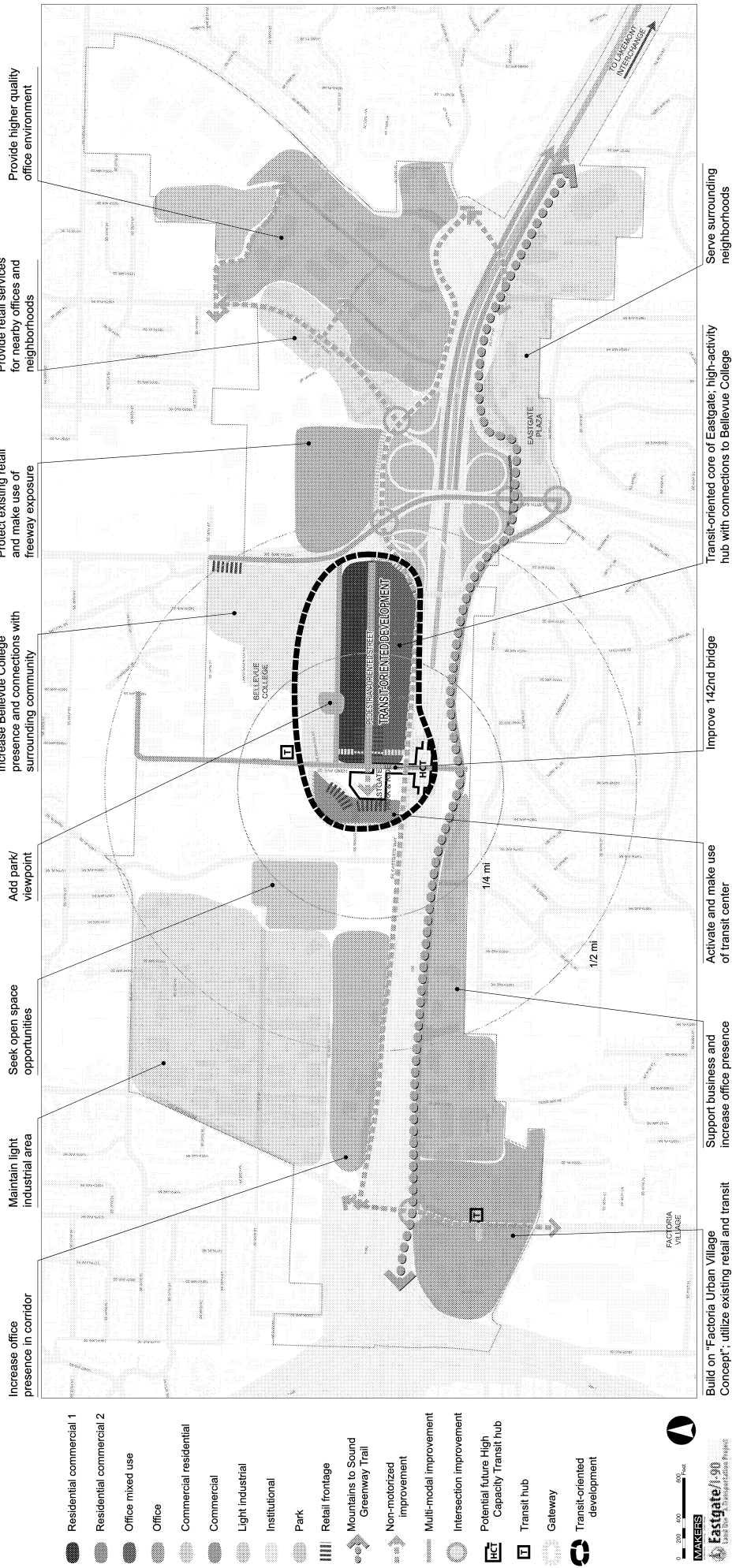
How much growth can Bellevue expect here?

The preferred alternative is projected to accommodate the following new growth by the year 2030:

- Office – 1,800,000 square feet
- Institutional (Bellevue College) – 350,000 square feet
- Retail – 100,000 square feet
- Industrial – 0 square feet
- Hotel – 300 rooms
- Residential – 800 dwelling units

To make this growth possible, land use regulations and policies must change, especially to encourage redevelopment that contributes to the corridor's economic vitality and desired public amenities. Without these changes, little growth is expected within the next twenty years due to the developed nature of the corridor and the value of existing improvements.

Preferred Alternative



reducing daytime vehicle trips. Existing retail centers (e.g., Sunset Village, Eastgate Plaza, Factoria Village, and 156th Ave SE) would be retained and enhanced, to continue to serve the employment base and surrounding neighborhoods. Modest residential development would occur, taking advantage of proximity to employment, transportation, and shopping.

TRANSPORTATION

The land use vision is supported by transportation strategies that serve regional and local travel with an expanded and more efficient interstate system, network of local streets, bus routes,

bicycle facilities, and pedestrian enhancements. This vision arose out of a robust screening process that took into account the ability of Bellevue and its partner agencies to secure funding to implement the projects.

Consistent with the TOD concept, the transportation vision promotes improvements to the 142nd PI SE bridge to create a "transit emphasis corridor." Sidewalks would be widened and canopies added for protection from the weather. The bridge would provide convenient connections to the Mountains-to-Sound Greenway Trail south of I-90, the transit center on the

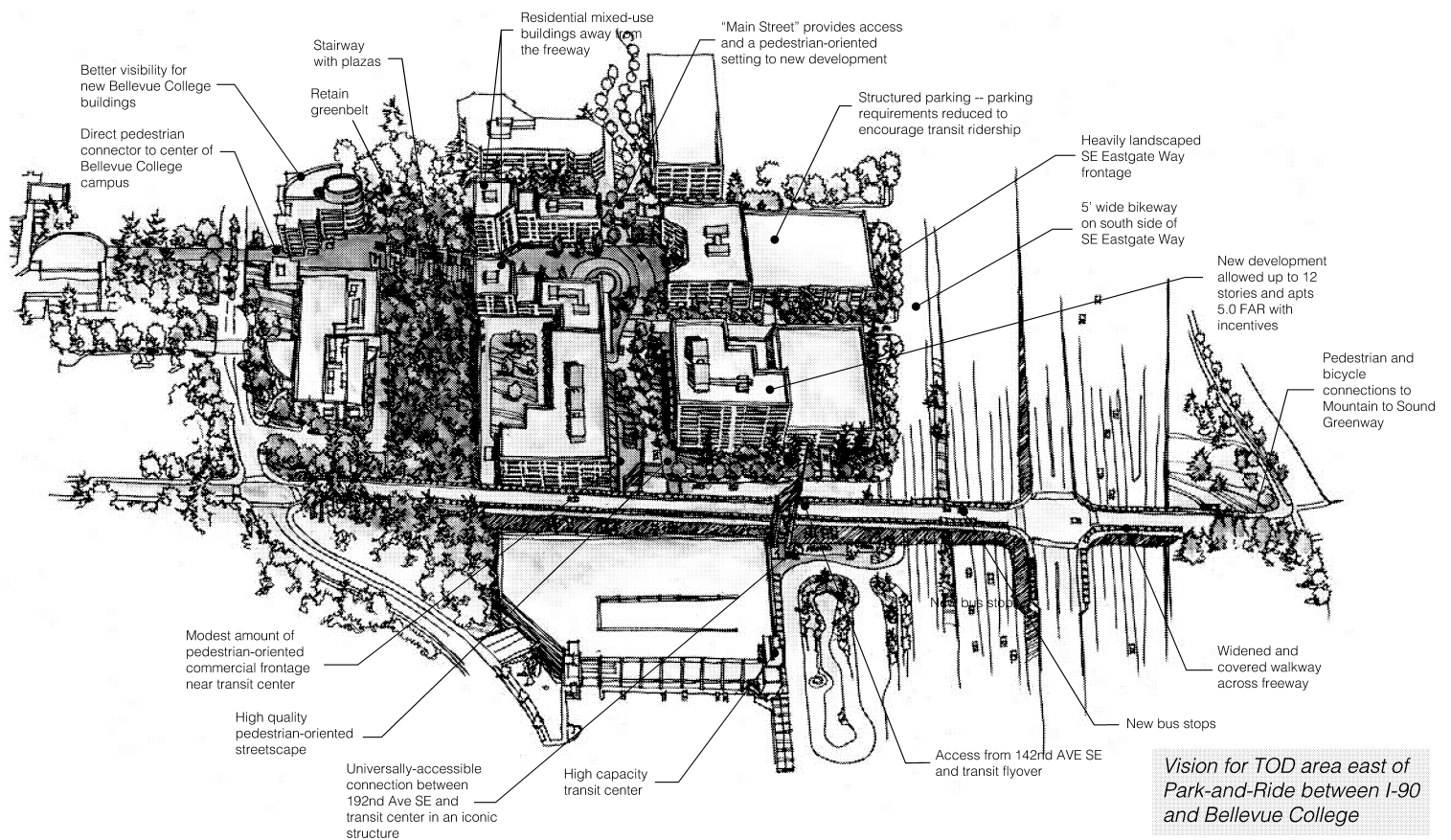
north side of I-90, the future TOD center, and Bellevue College, creating a strong north-south linkage.

Other transportation improvements recommended in the preferred alternative address the following:

- Improvements to existing and future choke points at critical intersections and their approaches (could include roundabouts or other traffic control devices);
- Access to and support for new development;
- Safer and more complete pedestrian and bicycle networks;

- Completion of the Mountains-to-Sound Greenway Trail through Eastgate;
- Upgraded transit operations and access to transit stops;
- Improved visual coherence and attractiveness of the corridor (e.g., 150th Avenue SE boulevard project); and
- Support of WSDOT in their efforts to increase vehicle capacity on I-90.

Taken together, these measures will ensure that the land use growth envisioned by the preferred alternative will be supported by appropriate infrastructure improvements.



What could it look and feel like?

Building on Bellevue's "City in a Park" theme, landscaping is emphasized to enhance corridors and frame views, such as naturalistic landscaping in the freeway and interchange ROW and substantial street landscaping on several streets. The new TOD area will likely be a more intense, urban character with a pedestrian-friendly main street and landmark structures visible from I-90 (see image above). Finally, the Mountains to Sound Greenway trail will add a "green" connector through the area.

How can it happen?

The "vision" is just the starting point for realizing the evolution of the corridor. General implementation strategies include:

- Amend the City's Comprehensive Plan, Land Use Code, Zoning Map, and Transportation Facilities Plan.
- Complete the environmental review.
- Balance increased development potential with public benefit requirements (e.g., open space, outdoor seating, affordable housing, bicycle facilities, etc.).
- Study allowable building heights and floor area ratios in more detail to ensure the quality of future development.
- Direct a substantial portion of the projected office and residential growth to the Transit-Oriented Development center through Land Use Code amendments.
- Partner or continue partnering with other agencies, service providers, and private development (e.g., WSDOT, Metro, Sound Transit, and Bellevue College).



Recommended improvements to SE 36th St include Mountains-to-Sound Greenway Trail on north side, landscaping to buffer walkers and bicyclists and encourage a human scale, prominent crosswalks, and striped bike route.

- Invest in projects outlined in the Transportation Strategies Report.
- Create design guidelines and "green" guidelines to ensure high quality and sustainable private development.
- Landscape the interchanges with gateway treatments.

These actions will help ensure that the Eastgate corridor will continue to be a major contributor to Bellevue's economic vitality, provide local services and connections, serve as a prominent and visually pleasing gateway, and remain an attractive place in which to do business and serve the surrounding community.

For more information and full report, visit:

www.ci.bellevue.wa.us/eastgate-corridor.htm



Eastgate/I-90
Land Use & Transportation Project

King County Site

DESCRIPTION AND PURPOSE

Lying on the north side of I-90 midway between Richards Road and the Park and Ride/Transit Center, the former King County Metro park and ride site is seen as an opportunity for new office development that will significantly increase Eastgate's economic activity. The currently vacant site is depressed below both the I-90 and SE Eastgate Way road profiles, but its convenient access makes it desirable as an office location. Greater height and FAR allowances are proposed to give the site the visibility new office space will require and encourage greater "infill" development just west of the transit center. The objectives for this area call for substantial street landscaping and on-site open space to compensate for the additional allowed development capacity.

USES AND INTENSITY

Use: Office uses are encouraged. Support retail and service uses are allowed but not required.

Maximum FAR: Allowable Floor Area Ratio should be sufficient to ensure that this site will perform economically. An FAR of roughly 1.0 to 1.5 is recommended. FAR above 0.5 should be achieved through an incentive system or similar mechanism.

Maximum building height: Allowable building heights should provide visibility from I-90.

Heights are generally assumed to be in the 8 to 12 story range.

CHARACTER

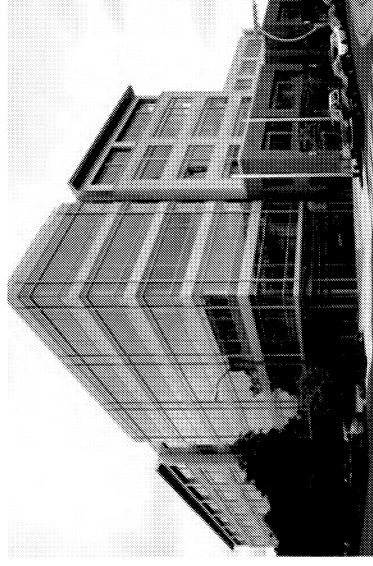
It is anticipated that one or two towers will be constructed with structured parking,

providing substantial opportunity for naturalistic landscaping. Design guidelines and site design standards should be established to ensure that the buildings exhibit high quality design and construction. The envisioned image is one or two sculptural towers emerging from a heavily vegetated backdrop.

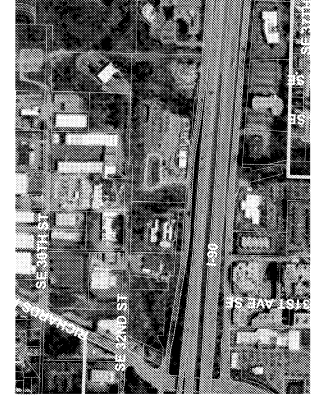
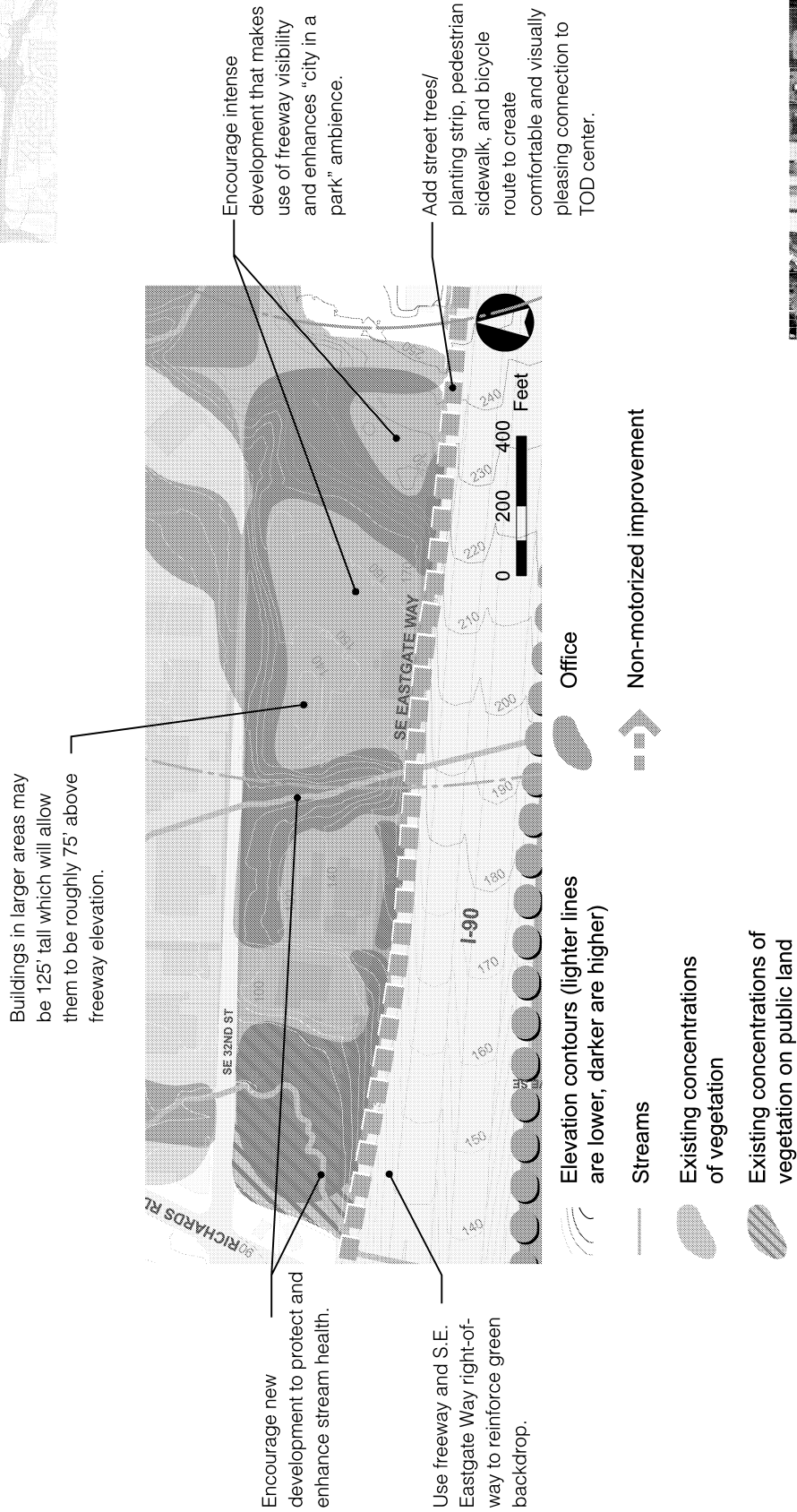
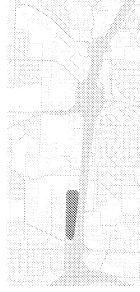
ATTRIBUTES AND STRATEGIES

- Allow greater development capacity to encourage higher intensity office and supporting uses.
- Enhance access and connectivity in the corridor with bicycle lanes and sidewalks on SE Eastgate Way.
- Establish building and site design standards to ensure that this project adds to the area's visual quality.

CHARACTER EXAMPLES



KING COUNTY SITE



Existing conditions

City of
Bellevue



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DRAFT

January 27, 2014

Pat McLaughlin, Director
King County Solid Waste Division
201 South Jackson Street, Suite 701
Seattle, WA 98104

RE: Bellevue City Council Comments on Draft Solid Waste Transfer Station Plan Review
New Alternatives

Dear Mr. McLaughlin:

I am writing in response to your request for comments on the draft Solid Waste Transfer Station Plan review. This letter is in addition to the Bellevue City Council comment letter sent on October 25, 2013. The Bellevue City Council received a briefing from King County staff on January 27 and submits the following additional comments on the Transfer Station Plan review:

- Bellevue supports a regional solid waste system that provides facilities that are efficiently and equitably distributed throughout King County so no areas are underserved and no one city bears a disproportionate share of responsibility for the region's solid waste.
- King County's final recommendation for the number and distribution of transfer stations must address projected growth in the northeast and must equitably distribute traffic and road impacts.
- The final recommendation should honor the agreement between the City and the County not to build any portion of the Factoria Transfer Station on the upper Eastgate Way property abutting Eastgate Way; building on that site is not a compatible land use and would conflict with the City's vision for mixed use transit oriented development around the Eastgate Park and Ride and Bellevue College.
- Bellevue supports the current permitted design for the rebuilding of Factoria Transfer Station and urges no more delays in beginning construction. Significant changes to the design, such as enlarging the station, would require new permits and create unacceptable impacts to roads and traffic in the area.
- Bellevue supports maximizing investments that have already been made in the system, such as fully utilizing the available capacity at the Shoreline Transfer Station by redirecting commercial hauling traffic, and finding ways to use already existing transfer stations, through operational/service modifications if necessary.
- The final recommendation in the transfer plan review must include flexibility so the system can be adjusted as the region experiences the results of any modified County policies and operational or service adjustments. For example, no existing transfer stations should be closed until it can be demonstrated that the steps taken to equitably distribute the region's solid waste and mitigate impacts to host cities have been successful.

- The solid waste system comprehensive plan must include specific thresholds that will trigger future consideration of a new northeast transfer station. These include population growth, increased tonnage, traffic, road, or other impacts to cities that host transfer stations.

In conclusion, we look forward to continuing to work cooperatively with you on rebuilding the Factoria Transfer Station on the existing site and developing a future system plan that works for the entire region. Thank you for considering Council's additional comments on the draft Plan recommendation.

Sincerely,

Claudia Balducci
Mayor

CC: Bellevue City Council
King County Executive Dow Constantine
King County Council
Kevin Kiernan, Assistant King County Solid Waste Division Director
Diane Yates, Intergovernmental and Legislative Liaison for King County Solid Waste Division

City of Bellevue offices are located at 450 - 110th Avenue N.E.

January xx, 2014

Christie True, Director
King County Department of Natural Resources and Parks (KCDNRP)
201 S Jackson Street, Room 700
Seattle, WA 98104-3855

RE: Comments on 2006 Solid Waste Transfer and Waste Management Plan Review

Dear Christie,

We appreciate all of the work that your staff have done in their review and analysis of transfer station system options to ensure that the system is right sized to provide appropriate services at affordable rates. It is clear to us that staff have not only listened to our comments and concerns, but continued their analysis of options to address our concerns. We are pleased to learn that you will be recommending that the Factoria transfer station re-build proceed as planned, with minor modifications and that you have identified options for further discussion with regional partners that do not require building a new northeast transfer station.

We support proceeding with the construction of Factoria on the existing site, with minor modifications that will allow this transfer station to be fully utilized for solid waste tonnage as well as transactional needs. The County has already spent over 20 million dollars designing this transfer station. The Solid Waste Division has concluded that this transfer station can work with minor modifications. We believe it is important to provide a definitive statement that the County will not super-size this project or expand to the Eastgate property, since the transfer station can be modified to meet tonnage and transactional capacity needs. We would like to add our voice of support for proceeding with this project.

The Solid Waste Division has also identified three options that would allow the system to handle future solid waste tonnage, per the revised tonnage forecast. The Division has concluded that Factoria can proceed without foreclosing these options. One of the options calls for redesigning and building Factoria to be a bigger station, in essence super-sizing Factoria. It is not necessary to pursue this option, as the Solid Waste Division has concluded that Factoria can meet tonnage and transactional needs with minor modifications on the current site. Therefore we do not support retaining this option for continued consideration.

We support continuing discussion of the remaining options for fully utilizing the capacity of the transfer station system - redirecting commercial traffic to balance the use of the system, and looking at potential service limits at some transfer stations for limited time periods, during times of peak tonnage. Ongoing review and analysis will need to occur, especially after the Factoria and South King County transfer stations become operational, to inform any potential changes that may be needed to the system.

These options ensure that the system will not be over-built but will instead maximize utilization of the current transfer stations or those that are already being planned for construction. As noted by the Solid Waste Division, a range of alternatives are available that do not require building a new transfer station in the northeast part of the county. This transfer station is estimated to cost over 120 million dollars. The other options may require additional investments

to maximize the use of the system; however the cost of these would be far less than the cost of building a new transfer station in northeast King County.

It is critical that the system not be over-built, with significant planned excess capacity. Due to the recession and a significantly reduced tonnage forecast, the operating and capital costs of the system will be spread over significantly less tonnage and fewer customers than had been anticipated. This will result in a tipping fee that will be considerably higher than forecasted, especially if the system is over-built with an unnecessary transfer station.

We realize it is important to retain flexibility in management of the transfer station system, especially as it pertains to the operations of individual transfer stations, in order to realize the full benefits of the system. Since the Solid Waste Division is in the process of planning and constructing a transfer station at Factoria and in South King County, we think it is important that these stations become fully operational before decisions are made regarding closure dates of older transfer stations and other permanent operational decisions.

We think it is prudent to establish a range of dates instead of a firm date for the closure of the Houghton transfer station, at least until the Factoria and South King County transfer stations are constructed and operational. This is consistent with the language of the 2006 Plan, which provides for the closure of existing transfer stations when replacement capacity is available. It is also consistent with the Division's practice of keeping both the Bow Lake and Factoria transfer stations open and operational during construction, to assure capacity is retained pending the availability of new capacity.

In addition to proceeding with the Factoria transfer station re-build, we support concurrent revisions to the 2006 Solid Waste Transfer and Waste Management Plan to implement the recommendations identified in this letter. The Plan calls for a new transfer station in South King County, Factoria and Northeast King County. The Plan must be amended to eliminate the reference to a new Northeast transfer station, since it is not necessary and other options exist to utilize capacity already available in the system.

As noted by the Solid Waste Division, there is time for discussion and decision-making on when and which elements of the options to implement. However, the Plan, as the adopted policy that provides direction for the Solid Waste Division for the transfer station system, must be amended to align with a revised configuration that does not include a new northeast transfer station, and to provide policy clarity to the County's partners and the public, as a basis for future decisions.

Just as we have undertaken this review of the Plan to ensure that it provides for a right-sized system that provides appropriate services at affordable rates, the County and its' partners will undertake another review at an appropriate time in the future to again assess the solid waste infrastructure that is needed to serve the County and its' partners.

Sincerely,

John Marchione
Mayor, Redmond